

Message Text

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ACTION IO-10

INFO OCT-01 EUR-12 NEA-09 ISO-00 IOE-00 AID-05 EB-07 IGA-01

OES-03 SR-02 ORM-01 LAB-04 SIL-01 AGR-05 COME-00

TRSE-00 L-02 OMB-01 CU-02 CIAE-00 INR-07 NSAE-00

HEW-02 DIWY-01 OIC-02 /078 W
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P R 281212Z APR 75

FM AMEMBASSY TEHRAN

TO SECSTATE WASHDC PRIORITY 1277

INFO USMISSION USUN NEW YORK

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PARIS FOR UNESCO

ROME FOR FODAG

VIENNA FOR UNIDO AND IAEA

MONTREAL FOR ICAO

E.O. 11652: N/A

TAGS: EAID, UNDP, IR

SUBJ: CERP 008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: A) STATE 64907, B) TEHRAN 3125 OF APRIL 22, 1974

1. SUMMARY: NEW RESREP HAS ESTABLISHED EXCELLENT RELATIONS
WITH GOI COUNTERPARTS AND HAS NEARLY COMPLETED PROCESS OF
LEARNING INS AND OUTS OF MASSIVE UNDP PROGRAM IN IRAN. HE
USES WELL THE COORDINATION PROCEDURES ESTABLISHED BY HIS
PREDECESSOR AND WITH GOI, HAS ADOPTED TRIPARTITE REVIEW OF
PROJECTS AS VIRTUALLY CONTINUOUS PROCESS. STRENGTHS AND
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PROBLEMS OF PROGRAM REMAIN MUCH AS IN LAST YEAR'S REPORT, WITH
A FEW NEW WRINKLES DUE TO BOOMING ECONOMY: ADMIN OVERHEAD
COSTS ARE RISING AND UN EXPERTS ARE SUFFERING FROM RAPIDLY
INCREASING RENTS. NEW RES REP INTENDS TO CONCENTRATE ON

TIGHTENING UP EXECUTION OF EXISTING PROGRAM RATHER THAN ON EXPANDING IT FURTHER. NO PARTICULAR FOLLOW UP REQUIRED AT PRESENT EXCEPT POSSIBLY ASSISTING RESREP TO MAKE HEAD-QUARTERS UNDERSTAND WHAT IS HAPPENING TO COST OF LIVING IN IRAN. END SUMMARY.

2. FOLLOWING ACCORDS WITH FORMAT OF REFTEL A, PARA 5:

(A) NEW UNDP RES REP, ROGER BOOTH OF UK, APPEARS TO BE GETTING FIRM HAND ON REINS. BOOTH ARRIVED TEHRAN IN SEPTEMBER TO FOLLOW AN EXTRAORDINARILY DIFFICULT ACT. HIS PREDECESSOR, AMCIT NESSIM SHALLON, WAS RES REP HERE FOR FIVE YEARS AND BY ALL ACCOUNTS, PRESIDED WITH INTELLIGENCE, SKILL AND TACT OVER PERIOD OF GREAT CREATIVITY IN UN ASSISTANCE PROGRAMS IN IRAN. FROM WHAT EMBASSY HAS BEEN ABLE TO LEARN, BOOTH SEEMS TO BE RISING ADMIRABLY TO THE CHALLENGE OF FOLLOWING SHALLON. HE HAS ESTABLISHED EXCELLENT WORKING RELATIONSHIP WITH MRS. NAHVI, A PLAN AND BUDGET ORGANIZATION CAREER OFFICIAL WHO IS ON DETAIL TO THE MFA AS COORDINATOR OF TECHNICAL ASSISTANCE. EMBASSY GETS IMPRESSION THAT NOT ALL PROJECT DIRECTORS HAVE ATTAINED FULL CONFIDENCE IN BOOTH, BUT WE BELIEVE THIS IS NATURAL AND THAT BOOTH IS MAKING PROGRESS IN OVERCOMING IT. WE NOT AWARE OF BOOTH'S RELATIONS WITH HEAD-QUARTER'S AGENCIES. BOOTH WILL HAVE DIFFERENT KIND OF MISSION HERE FROM SHALLON. WHEREAS SHALLON SUPERVISED AND HELPED PLAN A RAPID CREATIVE GROWTH OF THE PROGRAM, BOOTH MUST NOW GIVE HIS ATTENTION TO CONSOLIDATING AND ADMINISTERING A PROGRAM THAT HAS GROWN TO THE LIMITS OF HEADQUARTER'S AGENCIES ABILITY TO SUPPORT. BOOTH FEELS (ON BACKGROUND) THAT IT IS TIME TO STOP THE PROGRAM'S GROWTH (SPURRED BY GREAT INCREASES IN IRAN'S COST SHARING) AND TO CONCENTRATE ON MAKING WHAT IS ALREADY UNDER WAY WORK BETTER. FROM WHAT WE HAVE SEEN, WE AGREE, AND BELIEVE BOOTH HAS APPROPRIATE AND DYNAMIC MANAGEMENT-ORIENTED STYLE AND PERSONALITY TO DO THIS JOB. (B) NO CHANGE FROM LAST YEAR'S REPORT (REF B) AS REGARDS MECHANISMS FOR COORDINATION. RES REP CONTINUES TO CHAIR WEEKLY MEETING WITHIN AGENCIES, ASSISTED BY MRS. NAHVI. MRS. NAHVI MAKES CERTAIN THAT BILATERAL AND UNDP EFFORTS SUPPLEMENT RATHER THAN DUPLICATE EACH OTHER. LIMITED OFFICIAL USE
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FOR EXAMPLE, MRS. NAHVI OBTAINS, THROUGH RES REP, ADVICE ON UN EXPERTS AS TO WHICH IRANIAN OFFICIALS SHOULD BE DESIGNATED TO USE FELLOWSHIPS OR STUDY GRANTS PROVIDED BY BILATERAL DONORS. MRS. NAHVI'S IMMEDIATE SUPERIOR, (MFA UNDERSECRETARY NADIM) SEEMS TO HAVE TAKEN MUCH MORE ACTIVE ROLE IN PAST YEAR IN SUPPORTING MRS. NAHVI AND RES REP. OTHER FACTORS REMAIN AS IN REF B.

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ONE PROBLEM MENTIONED LAST YEAR APPEARS TO BE GROWING: REIM-
BURSED TECHNICAL ASSISTANCE, SUCH AS IS BEING PLANNED BY VARIOUS
USG AGENCIES, IS NOT PART OF COORDINATED TA PROCESS. FURTHER-
MORE, PRIVATE FIRMS ARE NOW IN SENSE COMPETING WITH GOVERN-
MENTAL AND MULTILATERAL ASSISTANCE EFFORTS BY SELLING, FOR
EXAMPLE, EDUCATION OR AGRICULTURE "PACKAGES" TO MINISTRIES
BLOATED WITH CASH, FACED WITH HIGH INVESTMENT TARGETS UNDER
REVISED FIFTH PLAN, AND LACKING THE CAPABILITY TO PLAN THE USE
OF SUCH LARGE AMOUNTS OF MONEY. (C) RESREP HAS MANDATE TO
RECOMMEND DISASTER RELIEF ACTION TO UN AGENCIES AND TO OVERSEE
AND COORDINATE ANY ACTIONS TAKEN BY THOSE AGENCIES. IN RECENT
YEARS, HOWEVER, GOI HAS GENERALLY REFUSED ASSISTANCE OF THIS SORT.
UNHCR APPEAR TO CONDUCT ANY BUSINESS IT HAS IN IRAN THROUGH
RES REP AS IN COORDINATION WITH HIM. RES REP FEELS NO NEED,
FOR PRESENT, FOR POLICY OR ADMINISTRATIVE CHANGES TO HELP
HIM IN SUCH NON-TA UN ACTIVITIES. (D) AND (G) IN JUNE 1974,
UNDP-TEHRAN PUBLISHED FIRST ANNUAL REVIEW DOCUMENT. THIS WELL-
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PREPARED AND FRANK PAPER, REPRESENTING THE CULMINATION OF THE
FIRST TRIPARTITE REVIEW PROCESS UNDER DEPARTING RES REP SHALLON,
IS BEING POUCHED TO DEPT UNDER COVER OF AN AIRGRAM. MAIN PURPOSE
OF THIS INITIAL REVIEW PROCESS, IN EYES OF GOI AND LOCAL UNDP,
WAS TO ASCERTAIN WHETHER COUNTRY PROGRAM WAS STILL IN LINE WITH
OBJECTIVES AND PRIORITIES OF FIFTH PLAN, WHICH WAS THEN BEING
REVISED. SINCE COMPLETION OF THE FIRST ANNUAL REVIEW DOCUMENT,

TRIPARTITE REVIEW HAS BECOME CONTINUOUS PROCESS IN WHICH RESREP, GOI OFFICIALS AND UN AGENCY PERSONNEL PARTICIPATE FULLY AND EFFECTIVELY. MRS. NAHVI HAS BEGUN SIMILAR PROCESS WITH BILATERAL DONORS. MRS. NAHVI CONSIDERS PROCESS OF PLANNING FOR UNDP PROJECTS AND REVIEW PROCESS TO BE IN THEMSELVES KEY ELEMENTS OF IMPACT OF UNDP TECHNICAL ASSISTANCE ON IRAN: THESE PROCEDURES, SHE SAYS, FORCE GOI FUNCTIONAL MINISTRIES TO PLAN, PREPARE, STUDY AND EVALUATE ACTIVITIES SYSTEMATICALLY IN A WAY THEY MIGHT NOT OTHERWISE DO. PROCESS HAS RESULTED IN RECASTING OF SOME PROJECTS AND EXPANSION OR EXTENSION OF OTHERS, AND IN GENERAL HAS BEEN USED TO REFORM RATHER THAN TO KILL PROJECTS. GOI AT POLICY LEVELS SEEMS TO FEEL, BY AND LARGE, THAT ALL PROJECTS ARE MAKING OR CAN MAKE SOME CONTRIBUTION TO IRAN'S DEVELOPMENT. (E) EMBASSY HAS BEEN UNABLE, DUE INSUFFICIENT MANPOWER, TO MAINTAIN CONTINUING LIAISON WITH UNDP RESREP AND OTHERS, OR TO MAINTAIN SUFFICIENT EXPERTISE INTELLIGENTLY TO REVIEW AND COMMENT ON PROJECT PROPOSALS. (F) PROJECT IMPLEMENTATION. PLEASE SEE ANNUAL REVIEW DOCUMENT, MENTIONED ABOVE, FOR MORE DETAILS ON THIS TOPIC. EMBOFF WAS ABLE, DUE TIME CONSIDERATIONS, TO INTERVIEW ONLY THREE PROJECT MANAGERS IN ADDITION TO UNDP SENIOR EXECUTIVES AND MRS. NAHVI. EXAMPLES GIVEN IN LAST YEAR'S REPORT (REF B) STILL VALID. OF THREE PROJECTS EXAMINED THIS YEAR, ONE WORKING EXTRAORDINARILY SMOOTHLY, TWO APPEAR TO BE SOUND PROJECTS BUT FACE SAME OBSTACLES. MANAGEMENT DEVELOPMENT AND SUPERVISORY TRAINING IN PROVINCIAL CENTERS (IRA/69/530) IS REMARKABLE EXAMPLE OF HOST GOVT/UNDP PARTNERSHIP IS BUILDING SUCCESSFUL INSTITUTION, THE INDUSTRIAL MANAGEMENT INSTITUTE (IMI). IMI BEGAN IN 1961 AS SMALL DEPENDENCY OF MIN ECON, HAD ILO ASSISTANCE 1963-1968 IN DEVELOPING CAPABILITY TO IMPROVE MANAGEMENT IN CIVIL SERVICE. IMI WAS INCORPORATED IN 1968 AND FURTHER ILO ASSISTANCE WAS REQUESTED TO MAKE IMI INTO THREE-SIDED ORGANIZATION PROVIDING MANAGEMENT TRAINING AND MANAGEMENT CONSULTING SERVICES, AND PERFORMING MANAGEMENT RESEARCH. THE FIRST TWO HAVE BEEN ACCOMPLISHED. IMI LIMITED OFFICIAL USE
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GIVES 37 SHORT-TERM (32-50 HOUR) COURSES IN EVERYTHING FROM FILING TO MARKETING-MANAGEMENT, TWO MEDIUM TERM PROGRAMS (500-HOUR COURSE SYSTEMS ANALYSIS) AND SIX MONTH COURSE IN FINANCE AND ACCOUNTING AND HAS 16-MONTH MBA PROGRAM. STUDENTS DRAWN FROM BOTH PUBLIC AND PRIVATE SECTORS. IMI'S MANAGEMENT CONSULTING SERVICES ARE MUCH IN DEMAND (THERE IS A WAITING LIST) AND IMI UNDERTAKES JOBS ONLY ON CONDITION THAT IT GETS AUTHORITY TO OVERSEE IMPLEMENTATION OF ITS RECOMMENDATIONS. IMI'S THIRD FUNCTION-RESEARCH-IS JUST GETTING UNDERWAY AND APPEARS TO BE OFF TO PROMISING START. RELATIONS BETWEEN FOREIGN EXPERTS AND IRANIAN HEAD OF PROJECT ARE A MODEL OF PARTNERSHIP AND MUTUAL RESPECT. ILO PROJECT MANAGER IS UK CITIZEN FORMERLY EMPLOYED BY ARTHUR D. LITTLE. OTHER EXPERTS ARE AMCITS. A PROMISING PROJECT JUST GETTING UNDERWAY IS IRA/72/031 - HORTICULTURE, RESEARCH AND TRAINING, WHICH IS ONE OF THE LARGEST UNDP PROJECTS IN IRAN.

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ISRAELI PROJECT MANAGER IS OBVIOUSLY ACTIONORIENTED AND SOMEWHAT FRUSTRATED BY SLOW PROGRESS, BUT HE IS ALSO CAUTIOUS AND EXPERIENCED. PROBLEMS OF PROJECT PRESENTLY CENTER AROUND POOR RELATIONS BETWEEN IRANIAN CHIEFS OF COMPETING HORTICULTURAL RESEARCH ORGANIZATIONS THAT SHOULD BE COMPLEMENTARY. PROJECT MANAGER NEVERTHELESS HAS MANAGED TO INSTITUTE RESEARCH REPORTING AND PROGRAMMING PROCEDURE THAT CAN AVOID DUPLICATION AND HELP GOI IDENTIFY RESEARCH NEEDS THAT ARE NOT BEING MET. PROJECT MANAGER HAS ALSO BEEN ASKED TO COORDINATE ATTACK ON IRAN'S AFLATOXIN PROBLEM IN PISTACHIOS, BUT HAS BEEN HAMSTRUNG BY FACT THAT NEEDS OF SOME GOI ORGANIZATIONS INVOLVED BARELY SPEAK TO EACH OTHER. (NOTE: PLEASE BE CAUTIOUS IN USING THIS INFORMATION TO PROTECT EXPERT WHO WAS OUR SOURCE.) PROJECT MANAGER EMBARRASSED AT LACK OF PROGRESS ON THIS (DUE IN PART, WE GATHER, TO SOME EXPRESSION OF IMPATIENCE BY USFDA OFFICIALS) BUT IS PATIENTLY ATTEMPTING TO GET KEY PEOPLE TO WORK TOGETHER. (THIS AFTER ALL IS ONE OF KEY GOALS OF UNDP-STYLE ASSISTANCE: TO CONFRONT AND ATTEMPT TO OVERCOME SUCH OBSTACLES TO

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ACTION.) ANOTHER LARGE, COMPLEX, FRUSTRATING AND PROMISING PROJECT IS IRA/72/013, THE IRAN/IBRD EDUCATIONAL PROJECT, WITH UNESCO

PROVIDING THE TECHNICAL ASSISTANCE. THIS PROJECT SEEKS TO CREATE WITHIN THE IRANIAN EDUCATIONAL SYSTEM A SORT OF COMPLETE SUB-SYSTEM CONSISTING OF "INNOVATIVE SCHOOLS" (INCLUDING 12 ELEMENTARY SCHOOLS, 12 INTERMEDIATE, 6 "MULTILATERAL" OR COMPREHENSIVE HIGH SCHOOLS, 6 VOCATIONAL SCHOOLS, 8 SECONDARY AGRICULTURAL SCHOOLS, 4 TEACHER TRAINING COLLEGES AND ONE FACULTY OF EDUCATION). THE PROJECT ALSO INCLUDES EDUCATIONAL PLANNING AND CURRICULAR DEVELOPMENT ELEMENTS. THE PURPOSE OF THE PROJECT IS TO ATTEMPT THE TRADITIONAL ROTE LEARNING SYSTEM OF IRAN WITH MORE MODERN METHODS OF EDUCATION WHICH WOULD BE DEVELOPED AND TESTED IN THE "INNOVATIVE" SYSTEM AND SPREAD TO THE REMAINDER OF THE SCHOOL SYSTEM ONCE PROVEN. PROJECT HAS SUFFERED INNUMERABLE DELAYS AND FRUSTRATIONS, BUT CONTACTS HAVE NOW BEEN AWARDED FOR CONSTRUCTION OF SCHOOLS, A BIDDING PROCEDURE IS NOW UNDERWAY FOR PROVISION OF FURNITURE AND OTHER EQUIPMENT FOR THE SCHOOLS, ADMINISTRATORS, EDUCATIONAL TECHNOLOGISTS AND TEACHERS HAVE BEEN SENT ABROAD FOR TRAINING OR ENROLLED IN SPECIAL TRAINING PROGRAMS IN IRAN. CONSTRUCTIONS OF SCHOOLS HAS BEEN DELAYED BECAUSE IN ONE CITY THE ARMY LAID CLAIM TO THE LAND SET ASIDE FOR THE PROJECTS SCHOOL, IN ANOTHER A UNIVERSITY CLAIMED THE LAND, IN STILL OTHERS OTHER MINISTRIES HAVE DONE THE SAME. YET STEADILY THE PROJECT IS MOVING FORWARD AND MAY EVENTUALLY HELP INTRODUCE A REVOLUTION IN IRANIAN EDUCATION. (H) WHILE THERE ARE A FEW PROJECTS THAT IMPACT ON WOMEN - A RURAL FUNCTIONAL LITERACY PROJECT, A HANDICRAFT PROJECT, SOME UN VOLUNTEER PROJECTS - THIS PROGRAM CANNOT BE SAID TO BE CONTRIBUTING SIGNIFICANTLY TO THE PARTICIPATION OF WOMEN IN DEVELOPMENT OR TO THE PERFECTION OF WOMEN'S RIGHTS. MRS NAHVI COMMENTED SOMEWHAT ACIDLY THAT THERE ARE ONLY ONE OR TWO UN WOMEN EXPERTS HERE IN JOBS TRADITIONALLY CONCEIVED AS "MEN'S WORK." SHE EXCLUDES A FEW NURSES. MRS NAHVI ADDED THAT IT IS UNFORTUNATE THAT UN AGENCIES DO NOT EXERT MORE LEADERSHIP IN THIS FIELD AND RECRUIT MORE WOMEN EXPERTS AND WOMEN AS UNDP ADMINISTRATORS. WE CONCUR. WOMEN UN EXPERTS IN IRAN COULD AT THE LEAST COUNT ON MRS NAHVI AS A DEDICATED AND EFFECTIVE SUPPORTER OF THEIR WORK. (I) FOLLOW UP: USG MIGHT HELP RESREP GET ACROSS TO HEADQUARTERS THE DIFFICULTIES CREATED BY RISING COST OF LIVING, ESPECIALLY RENT, IN TEHRAN. BOOTH STRIKES US AS CAREFUL AND STRICT MANAGER WHO FULLY APPRECIATES VALUE OF ADMINISTERING AS ECONOMICALLY AND EFFICIENTLY AS POSSIBLE. NEVERTHELESS, IT IS BECOMING MORE DIFFICULT FOR UNDP TO PROVIDE ADEQUATE ADMINISTRATIVE LIMITED OFFICIAL USE
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SUPPORT, AND NEWLY ARRIVED EXPERTS ARE BEING FORCED TO RENT SUB-STANDARD HOUSING, WITH UNDERSTANDABLY DELETERIOUS EFFECTS ON MORALE.

3. PERHAPS GOI MIGHT BE URGED TO SUPPLEMENT ALLOWANCES OF EXPERTS, OR TO INCREASE ITS CONTRIBUTION TO UNDP TO HELP LATTER TO MEET SUCH INCREASED EXPENSES. GENERAL PROBLEM OF SLOWNESS OF UNDP IN RECRUITING EXPERTS AND DIFFICULTY IN FINDING TRULY QUALIFIED EXPERTS MIGHT BE ALLEVIATED IF GOI AND OTHER OIL PRODUCERS (SOME OF WHICH ARE STILL NET RECIPIENTS OF UNDP ASSISTANCE) COULD BE

INDUCED TO CONTRIBUTE MORE GENEROULSY AND ENABLE UNDP TO OFFER
EXPERTS MORE ATTRACTIVE SALARIES.
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